

## ANIMAL HEALTH RESEARCH ACT

JANUARY 24, 1974.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. POAGE, from the Committee on Agriculture,  
submitted the following

### REPORT

together with

### DISSENTING VIEWS

[To accompany H.R. 11873]

The Committee on Agriculture, to whom was referred the bill (H.R. 11873) to authorize the Secretary of Agriculture to encourage and assist the several States in carrying out a program of animal health research, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

#### PURPOSE OF LEGISLATION

The purpose of this bill is to place increased emphasis on animal health research within the structure of our Federal-State university veterinary medicine institutions.

H.R. 11873 would authorize the Secretary of Agriculture to encourage and assist the States in carrying out a program of animal health research through grants for research and research facilities needed in solving health problems of livestock, poultry, and companion animals. This assistance would be accomplished through the following main provisions:

The grant recipients would be the Colleges of Veterinary Medicine, or where there are no Colleges of Veterinary Medicine, the State Agricultural Experiment Stations conducting animal health research.

There would be a formula for distribution of funds based on the value of and income generated by livestock and poultry and research capacity for research programs and facilities at eligible institutions.

There would be grants to eligible institutions for research on specific national or regional animal health problems.

There would also be an Advisory Board to be appointed by the Secretary to make recommendations concerning relative animal health research capacity of eligible institutions, animal health research priorities, and other matters related to administration of the Act.

The 18 Colleges of Veterinary Medicine and 38 State Agricultural Experiment Stations that would directly participate in this program have traditional and close working relationships with USDA. The Committee expects that administrative responsibilities assigned to the Secretary can be assumed within the present organization with a minimum of added staffing.

#### NEED FOR LEGISLATION

The Committee found that an increased effort should be made in the area of animal health research. Substantive testimony presented to the Committee by experts in veterinary science and in livestock management established that animal disease losses cost farmers, ranchers, and consumers at least \$3.6 billion annually. The Committee thus feels that a modest investment in a research effort to learn new ways to cope with animal diseases and pests can pay handsome dividends to the entire Nation in the future.

The Committee of course recognizes that the Department of Agriculture currently supports animal health research through the Agricultural Research Service and the Cooperative State Research Service. In 1973 an estimated total of \$23.4 million was programmed for such research, of which about \$1.7 million supported research at Colleges of Veterinary Medicine, \$2 million supported research at the State Agricultural Experiment Stations, and over \$19.7 million supported work at Federal laboratories. These figures, however, suggest that the combined Department support of State research at colleges and experiment stations are most modest in view of the need to reduce the enormous annual losses from animal diseases.

#### COMMITTEE CONSIDERATION

H.R. 11873 is a clean bill superseding H.R. 3286.

The Livestock and Grains Subcommittee held public hearings on H.R. 3286 on November 13 and 14, 1973. Except for the Department of Agriculture witnesses, there was no opposition expressed to the basic provisions of the bill.

The Department, however, objected to the bill, and during the consideration of this legislation submitted to the Subcommittee some 16 separate suggested amendments. Most of these amendments along with several Subcommittee amendments were approved by the Subcommittee on November 14, 1973, and the bill was sent forward to the full Committee which considered it on December 6, 1973. Other changes were suggested by the full Committee on that date, so on December 10, 1973, Mr. Melcher and 15 other members of the Subcommittee, plus several other members of the Committee and the

House, introduced H.R. 11873 in a form which reflected all the changes proposed and considered up to that date.

On December 13, 1973, the Subcommittee approved H.R. 11873 without amendment, and on December 18, 1973, the full Committee ordered it favorably reported to the House by a voice vote.

This bill makes a number of substantive and technical changes in the original legislation.

First, it places ceilings on the level of appropriations that may be made to carry out the expanded animal research effort in future years. The total ceiling would be \$45 million annually (\$20 million for Section 4, \$15 million for Section 5, and \$10 million for Section 6).

Second, it includes as a policy objective of the Act additional birth control research on predators and other animals. This provision specifically authorizes the Secretary to conduct research on controlling births of predators and other animals. Thus, appropriate research on predators and related species is contemplated. In the course of such research, efforts to ascertain and develop animal birth control techniques on other animals such as domestic dogs and cats would also be authorized inasmuch as such research can be useful and relative to the overall objectives of this legislation. It is also the intent of the Committee that any research in this area be coordinated with and not be duplicative of similar efforts that are or may be undertaken by the U.S. Department of the Interior.

Third, it adopts a "State-sharing" formula under which the amount paid annually by the Federal Government to any eligible institution in excess of \$100,000 would generally be matched from non-Federal sources on a 50-50 basis. Excepted from this general matching grant rule would be sums made available under Sections 5 and 6 dealing with specified regional efforts and real property and scientific equipment acquisition.

Fourth, it embraces most of the Departmental suggestions. The amendments proposed by USDA were intended principally to clarify the provisions of the Act with respect to allocation of funds, to provide a more equitable basis for their formula distribution, and to require matching of certain amounts paid. Major changes suggested were: (1) to clarify that funds are allocated to States rather than institutions, under Section 4; (2) to include income from sale of livestock along with value of livestock in developing the allocations; (3) to eliminate the complication of special grant funding under the formula program of Section 4; (4) to require matching from non-Federal sources of all payments except those made for research on national and regional problems under Section 5. Other amendments were designed to bring Guam and the Virgin Islands (which now have land-grant status) under the Act and clarify the language on availability of funds and the Advisory Board.

As noted earlier, the Committee adopted a modified "State-sharing" provision. Except for the USDA suggestion to allocate funds to the States rather than institutions, the Committee has included the other Departmental suggested amendments.

Fifth, it reflects a number of technical and conforming amendments occasioned by the various substantive amendments adopted by the Committee.

In brief, both the Subcommittee and the Committee have labored diligently to first consider and then adopt those changes and suggestions that were designed to constructively improve this legislation. The broad bi-partisan support for this legislation reflects this effort to achieve the purposes of H.R. 11873 in the most forthright and effective manner.

#### CURRENT AND FIVE SUBSEQUENT FISCAL YEAR COST ESTIMATE

Pursuant to Clause 7 of Rule XIII of the Rules of the House of Representatives, the Committee estimates the cost to be incurred by the Federal Government during the current and the five subsequent fiscal years as a result of the enactment of this legislation would not exceed \$45 million annually, the total appropriations ceiling set forth in H.R. 11873.

The Committee, however, does not contemplate that expenditures will reach this ceiling in the next several years because of the need to carefully plan and prepare for the expanded effort. The Committee estimates that the proposed program would probably require funding of \$5 million in FY 1975, increasing \$5 million in each of two succeeding years to a level of \$15 million for continuing program support. This would permit an orderly expansion of support of the State scientists now conducting animal health research to a level commensurate with the needs expressed in the National Academy of Sciences and other studies conducted cooperatively by the State institutions and the Department.

No comparable estimate of costs was formally submitted to the Committee by a government agency.

#### ADMINISTRATION POSITION

The Administration did not favor the enactment of H.R. 3286, the original legislation. This was indicated by the report from the Department of Agriculture on H.R. 3286 and by the testimony of Departmental witnesses at the public hearings.

The Administration has not indicated its position on H.R. 11873, but the Committee has attempted to meet the objections raised by the Department and has adopted most of the amendments proposed by the Department.

The following statement was presented by Deputy Assistant Secretary Paul A. Vander Myde at the public hearings:

STATEMENT OF DEPUTY ASSISTANT SECRETARY PAUL A. VANDER MYDE  
BEFORE THE SUBCOMMITTEE ON LIVESTOCK AND GRAINS OF THE HOUSE  
COMMITTEE ON AGRICULTURE, NOVEMBER 13, 1973.

Mr. Chairman, we appreciate this opportunity to comment on H.R. 3286, a bill to authorize the Secretary of Agriculture to encourage and assist the several States in carrying out a program of animal health research. We have long-standing relationships with the Colleges of Veterinary Medicine and the State Agricultural Experiment Stations in this area. Their research has helped us to maintain a continuing sup-



ply of top-quality meat, dairy and poultry products at prices consumers can afford. We want to strengthen our association with the colleges and State stations on animal health research in the most efficient manner.

We have some brief comments on the animal health problem, our current animal health research efforts, and some particular features of H.R. 3286.

Animal diseases are a very significant cost factor in our food supply system. Annual losses from diseases and parasites in livestock probably exceed \$3.6 billion. The 1972 Terry Report of the National Academy of Sciences indicates losses as high as 15 to 20 percent of all animals. Our Animal and Plant Health Inspection Service reported a total of 423,000 animals and animal parts and 404 million pounds of poultry condemned as unfit for human consumption in fiscal year 1972, when 169 million meat animals and 12 billion pounds of live poultry were marketed. Diseases and parasites largely caused these condemnations.

Specific diseases exact a severe toll each year. Bovine mastitis losses are about \$500 million annually, those from bovine respiratory diseases about \$200 million, and those from swine dysentery about \$34 million, to name a few. Many other losses are of unknown cause, including one of the most costly, shipping fever. Approximately 70 percent of livestock abortions also are of unknown cause.

Animal disease research has been in progress for a long time throughout the Nation. As a result, many once-severe diseases, such as hog cholera, have been brought under control and we have been able to maintain profitable production of meat, dairy and poultry animals. But disease problems continue to plague producers and in 1973 the Department of Agriculture programmed about \$23.4 million for animal health research. About \$1.7 million was allocated to Colleges of Veterinary Medicine, \$2 million to State Agricultural Experiment Stations, and \$19.7 million to Federal laboratories. The States and industry invest additional large sums in animal health research. We do not have complete information, but the funding of research on animal diseases, pests, parasites and toxins by USDA, the State Agricultural Experiment Stations, and other cooperating institutions alone exceeds \$40 million annually. In terms of cash receipts from livestock—which will probably exceed \$35 billion this year—it is a modest investment for value received.

The Colleges of Veterinary Medicine currently receive about \$15 million in total from Federal agencies. Nearly two-thirds of this amount is human-health related research grants of one to five years' duration from the Department of Health, Education and Welfare.

H.R. 3286 would establish a new program to support animal health research in the veterinary colleges and agricultural experiment stations through formula funding administered by the Department of Agriculture. The funds would be allocated to eligible institutions in the States on recommendation of an advisory board as follows: 48 percent on the basis of the value of livestock and poultry in each State; 38 percent in proportion to animal health research capacity; and, 10 percent on the basis of need for expanded research capacity. The balance of four percent would be used for administration, program assistance to the States and program coordination.

It is our understanding that the intent of the new program is to assure more continuous and stable funding of animal health research in these State institutions, as well as to increase the total research effort. Indirectly, of course, the additional funding would stimulate the training and development of new animal health scientists and technicians. Many graduate students, for example, would obtain valuable experience by assisting on the research projects as a part of their training. This has been demonstrated in our continuing research support programs with the State Agricultural Experiment Stations under the Hatch Act as amended in 1955, and with the State schools of forestry under the McIntire-Stennis Act of 1962. Animal health-related research currently is supported under both of these programs. In addition, the Department of Agriculture awards special research grants under Public Law 89-106 in support of the programs of the Department, including animal health research.

The specific provisions of H.R. 3286, however, would present a number of problems as well as additional administration which we feel can be avoided by continuing to fund the colleges and experiment stations under the current programs—Hatch, McIntire-Stennis, and P.L. 89-106. For example, the formula proposed in H.R. 3286 does not take into account income from livestock. It further restricts possible funding to States lacking research capacity. Provision for matching funds—a very important feature assuring strength and State commitment for continuing support in our other programs—is omitted. The determination of research capacity of institutions as a basis for allocation could be highly subjective. Other technical improvements would be necessary in the language of the bill.

For the reasons stated, and in recognition of the existing support programs relating to animal health, the Department does not favor the enactment of H.R. 3286.

We want to continue our successful association with the colleges and experiment stations and with veterinary science leaders to assure an adequate level of animal health research. We will also continue to review animal health research needs with budget officials and with the Congress, insofar as the Federal commitment is identified and reaffirmed periodically.

If there are any questions, we will be glad to attempt to answer them.

#### DISSENTING VIEWS

I feel that H.R. 11873 is unnecessary because it fails to answer this simple question: What does this bill do that cannot already be done under existing legislation? The answer is "Nothing."

Animal health research programs are presently being funded and carried out under several existing laws; namely, through the State Agricultural Experiment Stations under the Hatch Act, as amended, through the State Schools of Forestry under the McIntire-Stennis Act, and in addition, special research grants are being awarded under P.L. 89-106, in support of animal health research.

In 1973 the Department of Agriculture programmed about \$23.4 million for animal health research. States and industry invest additional large sums in animal health research. Combined, the USDA, the State Agricultural Experiment Stations, and other cooperating institutions spend over \$40 million annually on animal health research. The Colleges of Veterinary Medicine currently receive about \$15 million in total from Federal agencies. Nearly two-thirds of this amount is human-health related research grants of one to five year duration from the Department of Health, Education and Welfare.

I would recommend, therefore, to those who feel this bill is necessary that they go through channels already provided in the form of the budgetary and appropriations process to obtain additional funds for this research and then only if such monies can be proven to be actually required.

GEORGE A. GOODLING.

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I feel that H.R. 11858 is unnecessarily burdensome it fails to answer this simple question: What does this bill do that nothing already in done under existing legislation? The answer is "Nothing."

Animal health research programs are presently being funded and carried out under several existing laws; namely, through the State Agricultural Experiment Stations and the Hatch Act as amended, through the State Schools of Veterinary Medicine, the Veterinary Extension Act, and in addition, special research programs being awarded under P.L. 85-506 in support of animal health research.

In 1973 the Department of Agriculture appropriated about \$25 million for animal health research, studies and industry investment. About \$10 million in animal health research. Combined the USDA, the State Agricultural Experiment Stations, and other cooperating institutions spend over \$50 million annually on animal health research. The College of Veterinary Medicine currently receive about \$10 million in total from Federal agencies. Nearly two-thirds of this amount is human health related research. One of one to five year human health research of Health, Education and Welfare.

I would recommend therefore to the Senate that this bill is necessary that they go through channels already provided in the form of the budgetary and appropriations process to obtain additional funds for this research and then only if such needs can be proven to be

actually required.

George A. (Gus) Burton

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